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ABSTRACT

This document presents the summary report of the Virginia Governor's Commission on Intercollegiate Athletics formed in response to the Knight Commission Report on intercollegiate athletics. The Governor's Commission, divided into three subcommittees, developed and revised draft recommendations, held public hearings to gather responses to the draft recommendations, and ratified a final version. The subcommittee on academics and finance addressed governance, authority, responsibility, accountability, and issues of finance and academics. The subcommittee on gender equity treated access to athletic opportunities, middle and secondary schools, employment opportunities and salary disparities, and assessment and enforcement. The subcommittee on interscholastic athletics addressed academic, recruiting, eligibility issues; organizational, fiscal and ethical issues and miscellaneous other issues. The subcommittees all shared four basic tenets: (1) the student-athlete is a student first; (2) the student's well-being is paramount; (3) all must have equal opportunities for athletic participation regardless of race or gender; and (4) college presidents and school principals have authority over athletics programs. Appendices list responsibilities and reporting requirements, committee structure, commission and subcommittee meetings, and acknowledgements. (JB)

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ED 364 163

The Report of the Governor's Commission on Intercollegiate Athletics

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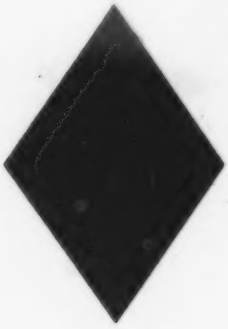

THE REPORT OF THE GOVERNOR'S COMMISSION ON INTERCOLLEGIATE ATHLETICS

FEBRUARY 1993

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COMMONWEALTH of VIRGINIA

Office of the Governor
Richmond 23219

Lawrence Douglas Wilder
Governor

(804) 786-2211
TDD (804) 371-8015

January 8, 1993

The Honorable James W. Dyke, Jr.
Secretary of Education
Commonwealth of Virginia
200-202 North Ninth Street
Richmond, Virginia 23219

Dear Secretary Dyke:

I have reviewed the final recommendations of the Governor's Commission on Intercollegiate Athletics. The Commission members are to be commended for taking bold steps in the area of athletic reform. Chairman Sullivan's outstanding leadership played a major role in moving the Commission aggressively to set high standards for Virginia, standards consistent with our rich history of excellence in education.

Specifically, several recommendations clearly break new ground and will put Virginia on the cutting edge in athletic reform. This is particularly true with respect to the gender equity recommendations which address, for example, comparable compensation for women coaches and equitable support for women's athletic programs.

Although these steps are long overdue, our commitment to making these changes ensures that the appropriate attention is focused on supporting the student-athlete, while also ensuring that our athletic operations are financially sound and well-directed. Academics must be the primary mission of our institutions and our students. Athletic programs are part of the educational mission of the schools and colleges and provide excellent opportunities for student to learn the values of teamwork, sportsmanship, and competition. However, the student-athlete is, first and foremost, a student.

I hereby endorse the Commission's Report and direct you to issue the final set of recommendations and commence implementation through the appropriate state agencies and affected organizations.

The quality and comprehensive recommendations reflect the in-depth discussions that have taken place over the last several months. The report is a credit to the Commission members. Please convey my sincerest appreciation to the Commission members for their endeavors.

With best wishes, I am

Very truly yours,

Lawrence Douglas Wilder

LDW/aps

The College Of
WILLIAM & MARY

Office of the President
Williamsburg, VA 23185
804/221-1693, Fax 804/221-1259

November 20, 1992

The Honorable L. Douglas Wilder
Governor
Commonwealth of Virginia
State Capitol, 3rd Floor
Richmond, VA 23219

Dear Governor Wilder:

I am happy to present to you this report from the Governor's Commission on Athletics. The members of the Commission join me in expressing the hope that this report will provide a basis on which school and collegiate athletics in Virginia can continue to thrive as models of integrity into the twenty-first century.

Cordially yours,

Timothy J. Sullivan
President

Enclosure

TJS/rjl

cc: The Honorable James W. Dyke, Jr.
Members of the Governor's Commission on Intercollegiate Athletics
Senator James P. Jones
Robert L. Burrus, Jr.
Jean A. Scott
Karen J. Petersen
Gail B. Brackett
Anne P. Smith
James W. Blackburn
J. Michael Mullen

COMMONWEALTH of VIRGINIA

Office of the Governor
Richmond 23219

Lawrence Douglas Wilder
Governor

EXECUTIVE ORDER NUMBER FORTY-NINE (92)

CREATING GOVERNOR'S COMMISSION ON INTERCOLLEGIATE ATHLETICS

By virtue of the authority vested in me as Governor under Article V of the Constitution of Virginia and, including, but not limited to, Section 2.1-51.36 of the Code of Virginia, and subject to my continuing and ultimate authority and responsibility to act in such matters, I hereby create the Governor's Commission on Intercollegiate Athletics.

The Commission is classified as a gubernatorial advisory commission in accordance with Sections 2.1-51.35 and 9-6.25 of the Code of Virginia.

The Commission will have the specific duty of advising the Governor on ways of improving athletic operations on Virginia's high school, college and university campuses. In the hope of establishing clear guidelines for college and university control of athletics programs, the Commission will address the topics of: financial control with respect to athletic programs, gender equity, and academic performance of athletes at the middle school, high school and collegiate levels.

Members of the Commission shall be appointed by the Governor and shall serve at his pleasure. The Commission shall consist of no more than 15 members, including administrators in and out of athletic departments, finance officials, coaches and student-athletes, and others. The Secretary of Education, the Chairman of the State Council of Higher Education, and the President of the Board of Education will serve as Ex Officio members. My initial appointments are attached as Appendix I of this executive order. I appoint the President of The College of William and Mary, Timothy J. Sullivan, as Chair of the Commission.

Such funding as is necessary for the fulfillment of the Commission's responsibilities during the term of its existence shall be provided by the Secretary of Education and other executive branch education agencies as needed. Total expenditures for the Commission's work are estimated to be $25,000.

804 786-2211 TDD 371-8015

Staff and other support as is necessary for the conduct of the Commission's business during the period of its existence will be provided by the Department of Planning and Budget, the State Council of Higher Education for Virginia, the Secretary of Education and such other executive branch agencies with education related purposes as the Governor may from time to time designate. An estimated 1,040 hours of staff support will be required to assist the Commission.

Members of the Commission shall be reimbursed only for reasonable and necessary expenses incurred in the performance of their official duties.

The Commission shall complete its examination of these issues and report to the Governor no later than November 15, 1992. It may issue interim reports and make recommendations at any time it deems necessary.

This Executive Order shall be effective June 8, 1992, and shall remain in full force and effect until April 15, 1993, unless amended or rescinded by further executive order.

Given under my hand and under the Seal of the Commonwealth of Virginia this 11 day of June, 1992.

Governor

Attested:

Secretary of the Commonwealth

APPENDIX I
EXECUTIVE ORDER NUMBER FORTY-NINE (92)
INITIAL APPOINTMENTS TO THE
GOVERNOR'S COMMISSION ON INTERCOLLEGIATE ATHLETICS

* Timothy J. Sullivan, President-Elect, College of William and Mary (Chair)

* Zoe Anastas, Student-Athlete, James Madison University

* Calvin Hill, Vice President, Baltimore Orioles

* Steve Horton, Assistant Athletic Director, Virginia Polytechnic Institute and State University

* Terry Kirby, Student-Athlete, University of Virginia

* James Koch, President, Old Dominion University

* George Lancaster, Basketball Coach, Highland Springs High School, Henrico County

* Elizabeth D. Morie, Superintendent, City of Lexington Public Schools

* Bob Patterson, Principal of William Byrd High School in Vinton and President of the Virginia High School League

* Deborah A. Ryan, Women's Basketball Coach, University of Virginia

* Leonard W. Sandridge, Executive Vice President, University of Virginia

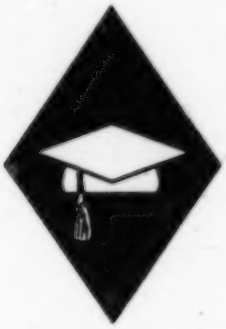
* Maurice W. Scherrens, Executive Vice President for Finance and Planning, George Mason University

* Eugene Trani, President, Virginia Commonwealth University

* Belle Wheelan, President, Central Virginia Community College

* Harrison Wilson, President, Norfolk State University

James P. Jones, President of the State Board of Education; Robert L. Burrus, Jr., Chairman of the State Council of Higher Education; and Secretary James W. Dyke, Jr., will serve as ex-officio members of the Commission.



Chapter 1

Introduction

Introduction

The Commission on Intercollegiate Athletics was created by Governor L. Douglas Wilder on June 8, 1992, in response to the *Report of the Knight Foundation Commission on Intercollegiate Athletics.*

The Knight Commission Report proposed a "one-plus-three" model. The model is to be a new structure of reform in which the "one"—presidential control—is directed toward the "three"—academic integrity, financial integrity, and independent certification. The following are the key directives from the Knight Commission Report:

- Trustees will delegate to the president—not reserve for the board or individual members of the board—the administrative authority to govern the athletics program.
- Presidents will have the same degree of control over athletics that they exercise elsewhere in the university, including the authority to hire, evaluate, and terminate athletic directors and coaches, and to oversee all financial matters in their athletic departments.
- Trustees, alumni, and local boosters will defer to presidential control.
- Cutting academic corners in order to admit athletes will not be tolerated.
- "No pass, no play" will be the byword of college sports in admission, academic progress, and graduation rates.
- Intercollegiate Athletics Departments will not operate as independent subsidiaries of the university. All funds raised and spent for athletics will go through the university's central financial controls and will be subject to the same oversight and scrutiny as funds in other departments. Athletics foundations and booster clubs will not be permitted to provide support for athletic programs outside the administration's direct control.
- Contracts for athletics-related outside income of coaches and administrators, including shoe and equipment contracts, will be negotiated through the university.

When the Knight Commission Report was released in 1991, the Wilder administration immediately called upon Virginia's institutions of higher education to review the Knight Commission proposals to see how they might be applied to ensure that Virginia's athletics programs live up to national standards. The Presidents of the public colleges and universities responded very positively to the recommendations of the Knight Commission and pledged their full support in implementing those recommendations within their institutions.

Secretary of Education James W. Dyke, Jr., requested an update from the Presidents on the progress that had been made by the institutions in implementing the Knight Commission recommendations.

On May 14, 1992, Governor Wilder met with the Presidents and announced his intention to form a commission to recommend methods to ensure that Virginia's academic and athletics programs meet the Commonwealth's traditional commitment to excellence and integrity.

The Governor's Commission on Intercollegiate Athletics (chaired by Mr. Timothy J. Sullivan, President, The College of William and Mary) was charged by Secretary of Education Dyke in his opening remarks at the first Commission meeting on June 8, 1992 "to make recommendations which will assure Virginia that our secondary and collegiate athletics programs meet the twin standards of excellence and integrity and that their undisputed first priority is academics." Having received that charge, the Commission devoted its attention to three areas: academic and financial issues in intercollegiate athletics (chaired by Dr. James V. Koch, President, Old Dominion University), gender equity (chaired by Dr. Elizabeth D. Morie, Associate Professor, James Madison University), and interscholastic athletics (chaired by Dr. Harrison B. Wilson, President, Norfolk State University).

During the months of June, July, and August, the three subcommittees met to deliberate and formulate recommendations. The full Commission met in September to discuss, condense, and approve draft recommendations. On October 13, 1992, a public hearing was held to permit groups and individuals to express their opinions on the draft recommendations and for the Commission to make any additional changes to, and ratify, the recommendations.

The three subcommittees met separately, but the work of each reflected a set of shared assumptions and principles, which can be stated as follows:

- Athletics programs, properly conceived and administered, are part of the educational mission of schools and colleges. They can provide excellent opportunities for students to learn the values of teamwork, sportsmanship, and competition. A secondary benefit of these programs is the entertainment they offer to schools, colleges, and their communities.
- At all levels, the primary identity of the student-athlete as a student and of the school or college as an academic institution is paramount.
- Virginia student-athletes and coaches are entitled to equal opportunities for participation, support, and employment in athletics programs regardless of gender or race.
- Education in the Commonwealth is a continuum from kindergarten through college. The same principles of fair treatment, academic rigor, and sound financial management govern athletics programs at all levels.
- The authority of college and university presidents, school principals, superintendents, and boards in athletics is equal to their authority in academics.
- As a part of the educational mission of schools and colleges, athletics programs will benefit from the same planning and assessment process which serve other educational programs.
- The possibility of gain, either financial or intan-

gible, has led to abuses in some athletics programs nationally. The Commission is committed to ensuring that Virginia's athletics programs are characterized by the highest integrity and by dedication to the well-being of the student-athlete.

- The schools, colleges and universities of the Commonwealth have developed a wide variety of athletics programs with very diverse missions. Particularly at the collegiate level, those programs operate in different environments created by athletic associations such as the National Collegiate Athletic Association (NCAA) and the National Association of Intercollegiate Athletics (NAIA), conferences, divisions, and institutional expectations.

- The Commission recognizes that these institutions cannot easily give up their competitive advantage in conferences and divisions which may extend beyond the boundaries of Virginia. The principles which have guided the Commission and the recommendations it offers, however, are applicable across athletics associations, conferences, divisions, and state lines.

- In difficult economic times, it is imperative that college and university athletics programs find ways to contain their costs and practice sound economic management. NCAA cost containment measures deserve the support of Virginia's colleges and universities.

- Recommendations for reform of athletics have come from prestigious national organizations including the NCAA Presidents' Council and the Knight Foundation Commission on Intercollegiate Athletics. The Commission commends the work of those organizations and views its mission as building on their accomplishments.

Following are the Summary Reports and Recommendations of the Academic/Financial, Gender Equity, and Interscholastic Athletics Subcommittees. A specific set of guidelines detailing the responsibilities and reporting requirements of the various people and entities is included in Appendix A. Listings of subcommittee members, Commission and subcommittee meetings, and staff members to be acknowledged conclude the report.

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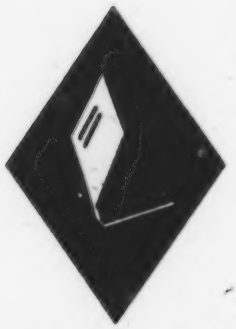

Chapter 2

Summary Report: Academics & Finance

SUMMARY REPORT

Academics & Finance

The institutions of the Commonwealth seek to provide intercollegiate athletics programs that exhibit academic and financial integrity and stimulate appropriate individual and student growth. This is especially important at a time when it is widely perceived, albeit changing in a positive manner, that some nationally prominent intercollegiate athletics programs have fallen short of these goals. The reputations of institutions are at stake, since intercollegiate athletics are often the first and sometimes the only contact that individuals have with an institution.

Issues of control, authority, responsibility, and accountability

The Commission endorses the strong statement of the Knight Commission that Presidents "must be in charge—and they must be understood to be in charge—on campuses, in conferences and in the decision-making councils of the NCAA." Sound management principles require that authority and responsibility/accountability be joined. Since Presidents are accountable for intercollegiate athletics programs, they must be accorded the power to ensure that the programs are operated appropriately.

RECOMMENDATION 1

We recommend the following finding of the Knight Commission (slightly rephrased) to Virginia's institutions and boards:

a. *Boards of Visitors should delegate to the President—not reserve for the Boards or individual members of the Boards—administrative authority to govern intercollegiate athletics programs.*

b. *Presidents should have the same degree of control over intercollegiate athletics that they exercise elsewhere in their institutions, including the authority to hire, evaluate and terminate athletics directors and coaches, and oversee all financial matters in their intercollegiate athletics departments.*

c. *The policy role of Presidents should be enhanced throughout the decision-making structures of the NCAA.*

d. *Members of Boards of Visitors, alumni and local boosters should defer to presidential control.*

We add two additional recommendations, perhaps implied by the above, that must be stated without confusion:

RECOMMENDATION 2

The administration of all intercollegiate athletics programs must be located inside the institution and the head intercollegiate athletics administrator must report to the President or his/her designee.

RECOMMENDATION 3

Each Commonwealth institution of higher education must develop a mission statement for its intercollegiate athletics programs that clearly states the institution's philosophy and goals in intercollegiate athletics. This statement must be widely disseminated and understood throughout the

institution with the most extensive breadth and depth within the intercollegiate athletics programs.

Financial issues

Factors such as the national movement toward gender equity in athletics expenditures, rising tuition and travel costs, the tendency of institutions to support many athletes for five years, and the impact of rising institutional liability costs have tended to increase the expense of operating intercollegiate athletics programs. The danger is that upward pressure upon costs could lead to the "cutting of corners" and undesirable practices by institutions seeking to deal with those pressures. The Commonwealth has sought to ensure the fiscal integrity of its athletics programs by requiring by law that a complete and thorough audit of each institution's intercollegiate athletics program should be undertaken once per year and sent to the Comptroller. This audit report is a public document.

RECOMMENDATION 4

Each institution, via its President, should be held responsible for ensuring that a complete and thorough audit of the financial activities of its private booster organizations is undertaken once per year by a reputable external auditor. The President must receive a copy of this audit report.

RECOMMENDATION 5

The President of each institution must have the right to appoint one or more members to the operating board, the executive committee, and the audit committee of each private intercollegiate athletics booster group or foundation that is related to his/her institution. In addition, the President of each institution is encouraged to attend meetings of the related intercollegiate athletics booster groups or foundations that are affiliated to his/her institution and is responsible for articulating to those groups the institution's intercollegiate athletics policies and values, as well as any pertinent NCAA regulations. If the actions of any groups do not comport with the University's policies and values, or NCAA regulations, then either the President must convince the group to change its behavior immediately, or the University must sever its relationship to the group.

RECOMMENDATION 6

Each institution in the Commonwealth is urged to become involved in the NCAA's development of certification procedures. The focus of certification must be based upon the evaluation of the most significant activities and features of the athletics program. This evaluation should focus upon institutional governance and control; academic guidelines and objectives; financial practices and procedures; and equity standards and policies.

RECOMMENDATION 7

One of the most visible financial aspects of intercollegiate athletics is the compensation package that the more prestigious head coaches of "major revenue" sports receive. Some of these compensation features are strongly influenced by the external marketplace for coaches; however, whatever their origin, they must be fully controlled and approved by the President of each Commonwealth institution. Further, each coach's contract must require full and complete disclosure of all outside sources of compensation, and prior approval by the University of such.

RECOMMENDATION 8

Because of their visibility and influence, all individuals connected to an institution's intercollegiate athletics programs, including coaches and athletic directors, must be required to disclose to the University, and receive prior

approval for, any activity in which they are involved and the University's name, or the individual's title, is utilized, and the individual exercises any significant participation in, or control over, the activity. Only the President, or his/her designee, may commit, or speak for, the Commonwealth's institutions and personnel in the area of intercollegiate athletics.

RECOMMENDATION 9

The NCAA permits its member institutions to reward "outstanding achievement" by coaches. Typically, this has involved the payment of additional income to coaches whose teams have been especially successful. Institutions must ensure that their definitions of "outstanding achievement" not only include, but emphasize, other aspects of coaching performance, including the academic qualifications of athletes recruited; the academic performance of the athletes, including their retention, timely progress toward graduation, and graduation rate; the skill with which the coach articulates the values of the institution to the public; the public demeanor of the coach, especially during periods of competition; and, advocacy and attainment of affirmative action/equal opportunity goals. All such rewards must be approved by the President of the institution.

A prerequisite to dealing effectively with the many financial issues facing intercollegiate athletics is the development of easily understood financial planning, reporting instruments, and procedures.

RECOMMENDATION 10

The budget and planning processes of intercollegiate athletics departments should be the same as, or closely comparable to, those utilized by all other departments and units within each institution.

RECOMMENDATION 11

The President, chief academic officer, and chief financial officer must be involved in, and understand, the budget and planning processes of intercollegiate athletics departments. The President must approve all budgets and planning processes.

RECOMMENDATION 12

Timely, routine summaries of all intercollegiate athletics financial reports, reflecting the true costs of these programs, must be reviewed and approved by the President.

RECOMMENDATION 13

Fiscally prudent operating plans, including the establishment of operating funds (reserves) must be developed to ensure that intercollegiate athletics programs do not experience chronic budget deficits.

RECOMMENDATION 14

Each institution must engage in long-range planning of its intercollegiate athletics programs in a manner and to the level of detail similar to its long-range planning efforts throughout the institution.

RECOMMENDATION 15

Extraordinary revenues received by institutions because of participation in post-season bowl games or tournaments should be handled in a fashion similar to that used when unanticipated revenues are earned in other areas of each institution. Extraordinary revenue, or costs associated with generating those revenues, should not become a part of the base budget of intercollegiate athletics departments. Any decisions made concerning the allocation of extraordinary revenues must be made by the President or his/her designee.

Currently, Commonwealth institutions may not utilize tuition revenues or general funds to support intercollegiate athletics programs. Hence, most institutions rely heavily upon a special intercollegiate athletics fee that their students pay in order to

support their programs. The Knight Commission has criticized such "partitioning" of revenue sources inside colleges and universities on the grounds that it reduces flexibility, and also because it implies to some that intercollegiate athletics is not a fully integrated and approved institutional program. It may also have the effect of increasing the commercialization of intercollegiate athletics because it forces institutions to find other revenue sources.

Supporters of "partitioning" argue that it is not appropriate to use tuition revenues or general funds to support intercollegiate athletics, and that reliance upon student fee support makes it easier to identify the costs of intercollegiate athletics programs.

RECOMMENDATION 16

The Commonwealth should task the State Council of Higher Education (SCHEV), in conjunction with appropriate university and Commonwealth officials, with the development of a comprehensive study to determine the advisability of allowing Boards of Visitors to use tuition and general funds to support intercollegiate athletics programs. This study should be completed and submitted to the Governor's Office no later than December 31, 1993.

RECOMMENDATION 17

Where financial aid to student athletes is concerned, we believe that each institution should make its decisions concerning the amount and nature of its financial aid to student-athletes by examining its own distinct mission, the special mission of its intercollegiate athletics programs, the particular financial impact of these decisions on it, and do all of this while adhering strictly to NCAA rules and regulations.

RECOMMENDATION 18

Each institution should give careful consideration to the goals, costs, and benefits of its intercollegiate athletics programs, and develop a long-range plan to deal with the pressing financial reality of the cost of financial aid to student athletes.

RECOMMENDATION 19

All institutions should support and advocate the general positions that the Knight Commission and the President's Commission of the NCAA have taken relative to gradual reductions in: the number of scholarships provided to student-athletes in most sports; the number of coaches in many sports; the number of contests that squads play in a given season; the amount of time per week that intercollegiate athletes are required to devote to preparation, practice, and competition in sports activity; and the length of competitive seasons.

Academic issues

The *raison d'etre* of the Commonwealth's institutions of higher education is their academic mission. A centerpiece of that academic mission is the provision of quality, caring education to undergraduate students, some of whom are student-athletes. In order to accomplish this goal, we recommend the following:

RECOMMENDATION 20

However and wherever feasible, student-athletes should be integrated into the overall student body of each institution. Student-athletes must not be treated academically or socially as either a privileged or an inferior class of student. Each institution must assume responsibility for the social progress and maturation of its student-athletes. Student-athletes should not constitute an "island" within an institution. Institutions must do all that is possible to create an environment where students in general, and student-athletes in particular, are

able to develop socially, interact, exchange ideas, and maintain and develop their own traditions.

RECOMMENDATION 21

We agree with the Knight Commission that prospective student-athletes "should not be considered for enrollment. . . unless they give reasonable promise of being successful at that institution in a course of study leading to an academic degree."

RECOMMENDATION 22

The academic abilities and preparation of newly recruited student-athletes at each institution should approximate the academic abilities and preparation of those new students who are not student-athletes.

RECOMMENDATION 23

We urge each institution to admit only those recruited student-athletes (scholarship and non-scholarship) who satisfy minimum NCAA initial eligibility requirements. However, student-athletes who show appropriate academic progress while attending other institutions may be admitted according to NCAA transfer requirements.

RECOMMENDATION 24

Each institution must assume responsibility for the academic and social progress of each of its student-athletes. This responsibility not only includes ensuring that each student-athlete satisfies NCAA requirements concerning eligibility and progress toward a degree, but also includes providing the resources necessary to allow student-athletes a reasonable opportunity to achieve such progress.

RECOMMENDATION 25

Each institution should support the attempts of the Knight Commission and the President's Commission of the NCAA to reduce time demands made upon student-athletes by intercollegiate athletics programs, but still allow them the freedom to pursue voluntarily their athletics goals to the highest level.

RECOMMENDATION 26

Each institution's performance in promoting the academic and social development of its student-athletes must be monitored and publicized. We believe both the rate of retention and the graduation rate of student-athletes should be as high as, or exceed, comparable rates for full-time undergraduate students at each institution. Each institution bears responsibility for taking appropriate actions to achieve this goal. Each institution must send the Director of the State Council of Higher Education a copy of every report that it sends to the NCAA dealing with the admission, retention, academic progress, and graduation of its intercollegiate athletes.

RECOMMENDATION 27

We strongly support the NCAA's rules against the use of banned drugs and substances by anyone connected to an institution's intercollegiate athletics programs, including its student-athletes. In addition, we urge each institution to take specific actions to reduce alcohol abuse by those connected to intercollegiate athletics programs, including those who attend intercollegiate athletics events. Each institution must support educational programs, and (as necessary) counseling and treatment programs, that address drug, substance, and alcohol use and abuse. It is recommended that personnel are provided with opportunities for training in dealing with the various types of addiction. In addition, the institutions must also provide education about the HIV virus and AIDS and ways of preventing the disease.

Coaches, trainers, and other personnel who occupy a mentor's role for intercollegiate athletes must be informed that their effectiveness as positive role models for student-athletes will be an aspect of their performance evaluations.

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RECOMMENDATION 28

Intercollegiate athletics programs must be subject to the same expectations as any other institutional program insofar as equal opportunity/ affirmative action policies and enforcement are concerned. Each institution is expected to make vigorous attempts to increase the employment of women and minorities in intercollegiate athletics, especially in head coaching and supervisory positions.

RECOMMENDATION 29

The term "willful major violation" has been developed by the NCAA to represent a violation of its rules that should result in the termination or separation of an individual from an intercollegiate athletics program. No Commonwealth institution should employ any individual who has been found to have committed a "major willful violation" for at least five years after that violation. The contracts of all athletics personnel must contain a provision that requires the termination of any employee who commits a "willful major violation."

Finally, the Committee posed several questions which have financial and philosophical ramifications. The answers are likely to vary from institution to institution, but we commend each issue to the appropriate policy makers at each college or university. These questions are as follows:

- Should financial aid to student-athletes be based upon the "financial need" of the student-athlete (however measured) rather than other factors?
- Should institutions encourage rule changes within the NCAA that would permit greater recognition of the financial hardship that some student-athletes face, but often can do nothing about, because of NCAA rules and regulations? For example, should institutions seek a change in current NCAA regulations to provide students, as a matter of course, with five-year written financial aid commitments, subject to appropriate academic and social progress?
- Should institutions encourage or discourage "red-shirting" of student-athletes?
- Should institutions withhold student-athletes from competition and squad travel during the freshman year?
- Should institutions adopt a "tiered" approach to supporting intercollegiate athletics such that some sports are supported at a level that will permit a national level of competition and others at a level aimed at regional or local competition?

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Chapter 3

Summary Report: Gender Equity

SUMMARY REPORT

Gender Equity

Under Title IX of the Education Amendments of 1972, which states that "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any educational program or activity receiving federal financial assistance," the secondary schools, colleges, and universities of Virginia have an obligation to provide equal access to athletics opportunities for women and men. The Commonwealth's educational institutions should act immediately to comply fully with the law. Beyond the legal requirements, the Commission recognizes a moral imperative to ensure that students and employees of the Commonwealth's schools, colleges, and universities are treated fairly regardless of sex. It urges all educational institutions to incorporate that principle of fairness into their policies and to give urgent attention, within the context of their planning processes, to actions necessary to translate that commitment into reality.

Although athletics programs throughout the nation and in Virginia have expanded to include more women in the past two decades, the statistics on participation rates, operating budgets, and employment patterns suggest that more can be done. Since disparities may exist, it is incumbent on the educational institutions of Virginia to assess their programs and to ensure that women are treated fairly. Areas which deserve particular attention are opportunities for participation, access to athletic financial aid, benefits such as facilities, equipment, coaching, and employment opportunities for coaches and athletics administrators.

Access to athletics opportunities

A goal of gender equity is to provide the benefits and services of athletics equitably to male and female participants. Those benefits and services include:

- equipment and supplies
- medical services
- services and insurance
- transportation and per diem allowances
- coaching and instruction
- scholarships and other financial aid
- conditioning programs
- laundry services
- assignment of officials
- opportunities for competition, publicity and awards
- scheduling contests in "traditional" sport seasons
- adequate facilities
- tutoring and other academic support services

RECOMMENDATION 30

The Commonwealth's colleges and universities should strongly support the cost containment efforts of the NCAA and the Presidents' Commission.

RECOMMENDATION 31

The Commonwealth's colleges and universities should strongly support NCAA legislation which would equalize scholarships and total opportunities for women in institution-sponsored programs.

RECOMMENDATION 32

The Commonwealth's colleges and universities must ensure that both the men's and women's athletics programs receive operational support to provide the same quality level of benefits and services. The savings generated from cost containment measures should be used to enhance existing women's programs and/or finance additional sports teams for women.

The Committee recognizes that achieving gender equity involves substantial costs. Funding for the essential benefits and services necessary to achieve gender equity can be accomplished by a combination of cost containment measures, redistribution of savings, and revenue enhancements. Each institution will need to consider its own financial situation as it acts to ensure gender equity. In addition, the Commonwealth might consider the actions taken by other states, notably Florida and Washington, where additional financial assistance and tuition waivers for female athletes have been provided so that women's athletics programs could be enhanced. At the same time, the Commonwealth might consider the Knight Commission's recommendation that tuition and fees should not be rigidly separated in a way that separates athletics from the other educational programs of the institution. Such actions might not be appropriate in Virginia, but the urgency of achieving gender equity makes it reasonable to have the Commonwealth's policy makers examine the possibilities for change.

RECOMMENDATION 33

The State Council of Higher Education should undertake a comprehensive study which will explore creative financing options for intercollegiate athletics, including the feasibility of allowing public monies to be used to support athletics programs and should report its findings to the Secretary of Education.

RECOMMENDATION 34

The Commonwealth's colleges and universities should increase the marketing and public relations efforts directed toward women's athletics in order to create new markets and sources of financial support.

Middle and secondary schools

Research compiled by the National Federation of State High School Associations supports the contention that extracurricular activities "are not a diversion, but rather an extension of a good educational program." Studies have documented that students participating in school activities, such as interscholastic sports, music, debate, and drama achieve higher grades, maintain better attendance, and experience fewer discipline problems than their peers who are not participating. Through participation in various outside activities programs, students learn self-discipline, build self-confidence and develop skills to handle competitive situations. Additionally, students learn valuable lessons, such as the importance of teamwork, sportsmanship, winning and losing, determination, discipline, and hard work. They discover self-confidence, learn how to set goals, and how to work toward achieving them.

RECOMMENDATION 35

The Commonwealth should promote and encourage greater participation for females in extracurricular activities, such as athletics programs, at the middle and secondary level.

In their efforts to accommodate the expanding girls and boys sports programs

during the past twenty years, the VHSL schools have provided a mixture of sport seasons to maximize the use of limited facilities. School districts believe that such scheduling provided "prime time" for games and practices for teams of each gender. In addition, most state associations provide a state playoff series in the season in which a majority of its schools (by classification) sponsors the sport. In Virginia, the larger schools (Group AAA) chose winter for their season, while the smaller (Group A and AA) chose the fall season. Currently, season variations are limited to fall or winter for girls basketball and volleyball, and fall or spring for girls tennis and soccer. In addition to Virginia, only the states of West Virginia, Michigan, Montana, North Dakota, and South Dakota sponsor girls basketball in the fall season.

RECOMMENDATION 36

Local school divisions and the Virginia High School League should further reduce sports season variations by scheduling girls volleyball during the traditional fall season and girls basketball during the traditional winter season, regardless of school division size.

Employment opportunities and salary disparities

The expansion of women's athletics programs since the enactment of Title IX has increased the demand for coaches of women's sports. Most of the new positions have been filled by men, with women netting only 181 new jobs in the past ten years while men hold 631 more positions as coaches of women's teams. Women have not found a niche coaching men's teams, having been appointed to only two percent of such head coaching positions. At the same time, the merger of most women's and men's athletics departments has resulted in a loss of opportunity for women athletic directors. Today, only 13 institutions continue to have separate men's and women's athletics programs. In 1972, 90 percent of women's athletics programs were run by women. By 1990, the figure had dropped to 16 percent.

RECOMMENDATION 37

The Commonwealth's colleges and universities should work to increase the numbers of athletics administration and coaching opportunities for women. Steps to accomplish this should include sound personnel practices such as having search committees which reflect a representative mix of race and gender and ensuring that affirmative action efforts have been taken so that applicant pools for administrative and coaching positions include candidates of both sexes.

In addition, the Committee strongly encourages institutions to establish an intern program, similar to the NCAA Women's Enhancement Program to increase the pool of and opportunities for qualified women candidates in intercollegiate athletics.

RECOMMENDATION 38

The State Board of Education should encourage the Virginia High School League to conduct promotional programs and sponsor regional "Getting into Coaching" clinics for women interested in pursuing a coaching career.

National research indicates that women athletics administrators and head and assistant coaches of women's teams at the collegiate level are paid significantly less than male administrators and coaches of men's teams (almost all of whom are men). The Committee believes that Virginia institutions need to assess the salaries they offer men and women in coaching and

athletics administration and resolve any inequities which exist.

RECOMMENDATION 39

The Commonwealth's school divisions, colleges and universities must act immediately to develop institutional strategies to ensure that administrators and coaches of men's and women's sports, regardless of gender, receive comparable compensation given comparable experience, responsibilities and qualifications. The revenue-producing ability of a sport is not a justification for a higher salary.

RECOMMENDATION 40

The Commonwealth's school divisions and colleges and universities should include as part of the performance expectations for principals and athletic directors, a component on compliance with Title IX requirements and achieving gender equity.

Assessment and enforcement

All school districts and colleges and universities should be held accountable for taking actions to comply with the imperative of gender equity. This can be achieved by assessment at the local or institutional level and monitoring by state agencies.

RECOMMENDATION 41

The Committee recommends that each school division and institution of higher education conduct a comprehensive self-study to update the original study required under Title IX and identify continuing inequities. In addition, they should develop a plan to address the inequities so identified. School superintendents and college and university presidents should establish advisory committees to review institutional compliance plans and monitor progress toward achieving gender equity goals, including those proposed in the NCAA Certification Program.

RECOMMENDATION 42

The Commonwealth should designate state agencies to monitor compliance with the requirements of Title IX. The Committee recommends that the Department of Education assume a proactive role in monitoring compliance efforts at the secondary level, and the State Council of Higher Education's (SCHEV) duties and responsibilities be expanded to include monitoring efforts at the collegiate level. Colleges and universities will report to SCHEV as part of an annual report on compliance.

RECOMMENDATION 43

The Boards of Visitors at each college or university must include, as a part of the performance expectations for presidents, a component on meeting or making progress toward compliance with the requirements of Title IX and reaching gender equity.

RECOMMENDATION 44

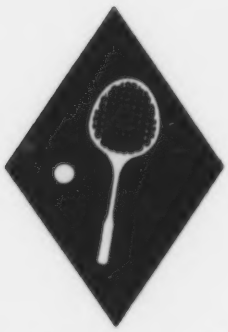
Secondary schools should report the names of their Compliance Coordinators as required by Title IX to the Department of Education, and the VHSL should publish the names of those coordinators in its annual directory. The colleges and universities should report the names of their compliance coordinators to SCHEV.

Conclusion

The requirements of Title IX are a reality and compliance with those requirements is a must. In order to ensure that both male and female student-athletes enjoy the many benefits of sports, the Commonwealth's educational institutions must acknowledge the legal and moral imperatives of gender equity. The recommendations of this committee are designed to help provide equitable access to

athletics opportunities, benefits and services, and to comply with the legal requirements of gender equity.

The Committee recognizes the important role of the NCAA in effecting reform in athletics. The cost containment efforts of the NCAA and the evolving gender equity study and policy proposals of that organization offer some hope for a national solution to the problem of gender equity. The Commonwealth need not wait for NCAA action to implement the recommendations contained in this report. However, once the NCAA issues its report, Virginia's colleges and universities should assess their progress to be sure that any new NCAA requirements are met. Once the recommendations contained in this report are implemented, the procedures needed to make those assessments will already be in place, and Virginia will have assumed a leadership role in assuring that athletics opportunities are made available to all citizens regardless of gender.



Chapter 4

Summary Report: Interscholastic Athletics

SUMMARY REPORT

Interscholastic Athletics

In remarks delivered June 8, 1992, Secretary of Education James W. Dyke, Jr. asked the Interscholastic Athletics Committee to consider several issues — including academic standards, recruiting guidelines, eligibility criteria, financial controls, and ethical behavior — in its review of the athletics programs at Virginia's public high schools.

The committee considered interscholastic athletics within the context of other secondary school extracurricular activities. To help understand the role of these programs in a student's life, the committee read material produced by the National Federation of State High School Associations and the Virginia High School League. The committee also weighed the similarities and differences between high school athletics programs and college athletics programs. Finally, the committee surveyed other states on the relationship between academic and extracurricular activities.

Underlying all of the committee's work was a belief that Virginia's schools and colleges should anticipate and lead rather than react and follow. Students who participate in interscholastic and intercollegiate competition represent the individual schools and colleges first, and their respective conferences and associations second. Therefore, the committee concluded that the state, schools, and colleges should adopt policies that are more aggressive than those stipulated by the National Collegiate Athletic Association, the Knight Foundation Commission, the Virginia High School League, or similar bodies.

The committee agreed that interscholastic athletics and other extracurricular programs are important student activities. However, the committee noted that academic preparation of students is the primary purpose of schools and should drive school and district policies and priorities as well as the behavior of students, teachers, coaches, and parents.

Within this context, the committee concluded that schools must ensure that their actions and programs are administered to provide incentives for enhanced student achievement in both domains, academic and extracurricular. Eligibility for participation must be viewed as a strong tool to influence the behavior of students, parents, teachers, and administrators.

Academic, recruiting, and eligibility issues

Interscholastic activities and other extracurricular programs are intended to complement the curricular programs of the schools. The primary emphasis must be on the academic focus of the school experience. Athletics and other activities can play a very helpful role in the complete development of our youth but must be coordinated within the overall educational goals of the student, school, school district, and state.

Preparing student-athletes for participation at the

collegiate or professional level is a minor aspect of the role of interscholastic athletics and activities. Only a small portion of secondary school participants will ever participate in intercollegiate athletics and an extremely small number will participate in professional sports. Scholastic athletics programs must never be viewed as training grounds for more competitive levels.

High school students must be prepared to attend college, vocational training, or to begin employment upon graduation. All extracurricular activities must maintain a proper balance in their demands on and expectations of students that reflects athletics' relative importance in the students' academic preparation and career goals. The school must administer its extracurricular activities in such a way to help students achieve an appropriate balance.

The committee believes that all schools and districts should have established policies for participation in athletics and other extracurricular activities that clearly send the message to students that academics come first. Additional standards could exist for attendance, disciplinary history, and sportsmanship values. Participation in athletics and other extracurricular programs should be viewed as successful only if a student's academic achievement is sufficient to prepare him or her for graduation and college admission or employment.

RECOMMENDATION 45

The State Board of Education should establish minimum academic standards for participation in all extracurricular activities that exceed academic requirements for graduation and the current Literary Passport requirements. For instance, some states require a 2.0 grade point average or a C average for participation.

RECOMMENDATION 46

School boards should require an annual academic audit of students involved in athletics and other extracurricular programs. Schools should be required to monitor student academic performance during the season and academic year. Coaches and schools should assume more responsibility for a student-athlete's academic performance and provide support services as necessary.

RECOMMENDATION 47

Interscholastic athletics and other extracurricular activities should stress participation, fitness, teamwork, and sportsmanship in addition to competition. Both middle and high schools should emphasize intramural sports.

RECOMMENDATION 48

Schools should not recruit students or parents for the purpose of improving the performance of athletics or academic teams. Coaches, athletic directors, principals, and school board members should monitor the time students spend in athletics and other activities.

RECOMMENDATION 49

Schools should inform and support student-athletes and their parents on the requirements and restrictions on recruitment of athletes by colleges and universities or professional teams. Each school district should publish a course list that satisfies the NCAA core course requirements and distribute it to all students and parents each year beginning with the 6th grade.

RECOMMENDATION 50

The Board of Education should modify its Outcomes Assessment Program to include academic performance and participation indicators for athletics and other extracurricular activities.

RECOMMENDATION 51

The athletics programs of each school should be included in the periodic accreditation review conducted by the Department of Education and the Southern Association of Colleges and Schools.

Organizational, fiscal, and ethical issues

While there are significant differences between interscholastic and intercollegiate athletics, there also are notable parallels. Legal authority for Virginia's colleges and universities rests with the board of visitors of each institution. The authority for the schools rests with the school boards of the individual school districts. College presidents and school principals have comparable roles, with the exception that school superintendents have some of the legal and fiscal responsibility necessary to control and administer their athletics programs. The Virginia High School League and its districts or regions are a reasonable parallel to the intercollegiate leagues. The National Collegiate Athletic Association and the National Federation have similar roles, but the NCAA appears to have much greater authority because of the emphasis on interstate, regional, and national competitions.

In much the same way that boards of visitors and presidents are responsible for the conduct of all aspects of college activities, including athletics, the local school boards and superintendents have legal responsibility for all aspects of the school systems' educational and extracurricular programs. The public and local government leaders hold the boards and superintendents responsible and expect them to exert the necessary leadership to control all aspects of the education of students. The school boards should establish a clear mission for athletics and other extracurricular programs and monitor performance against the mission and identified goals.

The nature of the problem facing both schools and colleges was described by Jack Lengyel, Athletics Director of the U.S. Naval Academy and a member of the Knight Foundation Commission, as: "This is not an athletics problem. This is a mission problem where the institution has not accepted the athletics program as part and parcel of the educational objectives of the university" (Knight Foundation Commission, April 17, 1990).

Athletics, band, drama, clubs, and other extracurricular activities are an integral part of the educational objectives of each school and district. They are part of a school's mission and must be subject to the same degree of scrutiny and control as the teaching of wood shop or calculus. In general, the committee believes that athletics and other extracurricular activities should be subject to the same rules, policies, and procedures as other program areas. Furthermore, school boards should be actively involved in setting goals and monitoring results for athletics and extracurricular programs.

RECOMMENDATION 52

Local school boards, superintendents, and principals should take firmer control over athletics and other extracurricular programs. They should establish policy and monitor compliance for extracurricular activities, including athletics, in the following areas: academic achievement of participants; financial standards; qualifications of coaches and administrators; and reporting requirements. In addition, school divisions should review physical education policies to

ensure that each student, from preschool to secondary school, participates in an appropriate and meaningful program geared toward physical fitness.

RECOMMENDATION 53

All funds raised and spent in connection with interscholastic athletics and other extracurricular activities should be channeled through the school's general accounts and be subject to annual audits. Purchasing decisions for extracurricular activities should follow district and school policies and procedures. The State Board of Education should establish guidelines for monitoring and approving athletics-related income from non-school sources for coaches and athletics administrators.

RECOMMENDATION 54

Booster organizations should retain a separate identity from the schools and the sports or activities they support. However, funds from booster organizations used to support specific activities should be transferred to the school and administered by the principal.

RECOMMENDATION 55

School boards, superintendents, and principals should take a more active role in determining the policies and rules of the Virginia High School League. Among the policies and roles the League should examine include the possibility of expanding programs for academic achievement to include district and regional competition on grade-point average, retention rates, and graduation rates. The Virginia High School League and its member schools also should examine the funding process to ensure equal influence and benefit among schools and sports. The review should include the possibility of using district and regional revenue sharing arrangements to fund academic support programs.

RECOMMENDATION 56

Superintendents should monitor and report to school boards on program goals, outcomes, academic performance of participants, and fiscal integrity of extracurricular programs. Among the items that should be reported are athletes' academic performance, class retention, and graduation rates. All information about athletics and student achievement levels should be widely publicized.

RECOMMENDATION 57

Schools should review personnel, fiscal, and other relevant policies to ensure that women and minorities have equal access in all facets of extracurricular activities. Fiscal resources should be distributed among sports and between men's and women's teams to reflect an equitable participation rate.

RECOMMENDATION 58

The Department of Education should emphasize in-service training for coaches and directors of extracurricular activities. In cooperation with the colleges and universities, the Department of Education should explore the possibility of requiring coaches to attend an annual clinic and workshop as a condition for continuation of the contract and eligibility to coach.

Other issues

RECOMMENDATION 59

The Department of Education and the State Council of Higher Education should develop video and other presentations on the following topics: academic achievement standards for participation in extracurricular activities; course requirements for graduation, college admission, and participation in intercollegiate athletics; and ethics and regulations on college recruitment of athletes. The Virginia High School League and the Department of Education should identify model programs that are successful in improving the off-field lives of athletes.

RECOMMENDATION 60

The Department of Education should design and implement a system to monitor the results of the changes recommended in this report.

Chapter 5

Conclusion

Conclusion

The Governor's Commission on Intercollegiate Athletics was created to advise Governor Wilder on ways to hold Virginia's athletics programs to the highest standards of excellence and integrity. The subcommittees on academics and finance, gender equity, and interscholastic athletics met during the summer of 1992 to develop recommendations which would provide guidelines for schools, colleges, and universities to achieve those high standards.

The summary reports from the three subcommittees, while different in focus, support the following basic tenets:

- The student-athlete is, first and foremost, a student.
- Of primary importance are the academic, physical, social, and emotional well-being of the student-athlete.
- Regardless of gender or race, all Virginia student-athletes and coaches are entitled to equal opportunities for participation, support, and employment in athletics programs. In that vein, Virginia's schools, colleges, and universities must be in compliance with Title IX.
- Authority over athletics must be vested in the college and university presidents and school principals, superintendents, and boards just as the authority over academics is vested in them.

RECOMMENDATION 61

If legislation is needed to achieve the goals of this report, the Commission recommends that the Secretary of Education charge appropriate state agencies with the drafting of that legislation for presentation to the General Assembly. The Commission further recommends that the Secretary of Education work with the Presidents of Virginia's colleges and universities as they develop plans to implement the recommendations contained in this report. He should offer them information on the legal and NCAA implications of the recommendations and encourage them to consult their legal counsel where appropriate as they review and revise their policies and procedures.

Appendix A lists the assigned responsibilities for implementing the Commission's recommendations to Boards of Visitors, presidents, the State Council of Higher Education, the Board of Education/Department of Education, local school divisions/boards, superintendents, principals, and the Virginia High School League.

The members of the Governor's Commission on Intercollegiate Athletics hope that all Virginians interested in academics and athletics will embrace these recommendations with enthusiasm and encourage movement toward the goals of integrity, excellence, and equity.

Appendices

APPENDIX A

Responsibilities & Reporting Requirements

Academics & Finance

Boards of Visitors

- Delegate to President of the institution:
  - Administrative authority to govern intercollegiate athletics programs;
  - Authority to hire, evaluate and terminate the contracts of athletics directors and coaches; and
  - Authority to oversee all financial matters in intercollegiate athletics departments.
- Consider enrolling only those student-athletes who show reasonable promise of being successful in a course of study leading to an academic degree.
- Ensure that the demographics of recruited student-athletes approximate the academic abilities and preparation of the general student population.
- Admit only those recruited student-athletes (scholarship and non-scholarship) who satisfy minimum NCAA eligibility requirements unless the student-athlete shows appropriate academic progress while attending another institution according to NCAA transfer requirements.

Presidents

- Locate the administration of all intercollegiate athletics programs within the institution with the head athletics administrator reporting to the President.
- Ensure the development of a mission statement on intercollegiate athletics programs stating the institution's philosophy and goals for wide dissemination.
- Authorize and review a complete and thorough annual audit of all private booster organizations.
- Retain the right to appoint one or more members to the operating board, the executive committee, and the audit committee of each private intercollegiate athletics booster group or foundation; attend meetings of the groups; articulate the institution's policies and procedures; and sever relationships with any groups that behave inappropriately.
- Support and advocate the general positions of the Knight Commission and the NCAA Presidents' Commission on issues related to the numbers of scholarships, coaches, and contests played; time spent by athletes related to their sport; and the length of competitive seasons.
- Increase the employment of women and minorities in intercollegiate athletics programs, especially in head coaching and supervisory positions.
- Ensure that coaches' contracts require full and complete disclosure of all

outside sources of compensation (also requiring the prior approval of the institution of those sources).

- Ensure that coaches' contracts contain a provision that requires termination with the commission of a "willful major violation."

- Ensure that personnel receive prior approval for any activity in which they are involved or for which the institution's name or reputation or the individual's title is used.

- Ensure that personnel are informed that their effectiveness as positive role models will be an aspect of their performance evaluations.

- Fully control and approve compensation packages of coaches.

- Maintain responsibility for being, or delegating the responsibility for being, the official spokesperson of the intercollegiate athletics programs.

- Approve all intercollegiate athletics budgets, planning processes, and financial reports.

- Approve any allocation of extraordinary revenues from post-season bowl games or tournaments.

- Become involved in the NCAA's development of certification procedures.

- Ensure that "outstanding achievement" rewards for coaches include more than the athletic success of the team, but also include such issues as academic performance of the student-athletes and the advocacy and attainment of affirmative action/ equal opportunity goals.

- Ensure that the budget and planning processes of intercollegiate athletics programs are closely comparable to any other departments within the institution.

- Develop fiscally prudent operating plans, including the establishment of operating reserves, for intercollegiate athletics programs.

- Engage in long-range planning in similar detail to other institutional long-range planning procedures.

- Treat extraordinary revenues from post-season bowl games or tournaments as any other unanticipated revenues received by the institution and do not incorporate those revenues into the base budget of the intercollegiate athletics programs.

- Develop a long-range plan to deal with the cost of financial aid to student-athletes.

- Integrate the student-athletes into the mainstream of campus life.

- Assume responsibility for the academic and social progress of each of their student-athletes.

- Monitor and publicize the academic and social development of the student-athletes.

- Take specific action to reduce alcohol abuse by those connected to intercollegiate athletics programs, including those attending intercollegiate athletics events.

- Support educational programs, and (as necessary) counseling and treatment programs, that address drug, substance, and alcohol use and abuse.

- Ensure that opportunities for training in dealing

with the various types of addiction are available.

- Provide education about the HIV virus and AIDS and ways of preventing the disease.
- Do not employ any individual who has been found to have committed a "major willful violation" for at least five years after that violation.
- Adhere strictly to NCAA rules and regulations on financial aid to student-athletes.

State Council of Higher Education

- Conduct a comprehensive study to determine the advisability of using tuition and the general fund to support intercollegiate athletics programs (submission to the Governor's office by December 31, 1993).

Gender Equity Requirements

Boards of Visitors

- Include compliance with Title IX requirements and gender equity achievement as a component of the performance expectations for presidents.

Presidents

- Support NCAA cost containment efforts.
- Support NCAA legislation to equalize scholarships and opportunities for women.
- Provide same level of benefits and services for men's and women's athletics programs.
- Increase the number of administrative and coaching opportunities for women.
- Develop institutional strategies to ensure that administrators and coaches of men's and women's sports receive comparable compensation.
- Include compliance with Title IX requirements and gender equity achievement as a component of the performance expectations for athletic directors.
- Increase marketing and public relations efforts for women's athletics.
- Establish an intern program to increase the pool of opportunities for qualified women in intercollegiate athletics.
- Update Title IX self-study and develop a plan to address the inequities identified.
- Report the names of Title IX Compliance Coordinators to SCHEV.

State Council of Higher Education

- Undertake a comprehensive study to explore the feasibility of allowing public monies and/or tuition and fee revenue to be used to support intercollegiate athletics programs.
- Monitor Title IX compliance efforts at colleges and universities.

State Board of Education/ Department of Education

- Monitor Title IX compliance efforts at middle and secondary schools.

Superintendents of Schools

- Develop institutional strategies to ensure that administrators and

coaches of men's and women's sports receive comparable compensation.

- Include compliance with Title IX requirements and gender equity achievement as a component of the performance expectations for athletic directors and principals.
- Update Title IX self-study and develop a plan to address the inequities identified.
- Report the names of Title IX Compliance Coordinators to DOE.

Principals

- Promote and encourage greater participation for females in extracurricular activities, such as athletics programs, at the middle and secondary levels.
- Encourage the VHSL to conduct promotional programs and sponsor regional "getting into coaching" clinics for women interested in pursuing a coaching career.
- Schedule girls basketball and volleyball competition in traditional sports season.

Virginia High School League

- Schedule girls basketball and volleyball competition in traditional sports season.
- Sponsor regional "getting into coaching" clinics for women interested in pursuing a coaching career.
- Publish names of Title IX Compliance Coordinators in annual directory.

Interscholastic Athletics

State Board of Education/ Department of Education

- Establish minimum academic standards for participation in all extracurricular activities that exceed academic requirements for graduation and the current Literary Passport requirements.
- Modify the Outcomes Assessment Program to include academic performance and participation indicators for athletics and other extracurricular activities.
- Include the athletics programs of each school in the periodic accreditation review conducted by the Department of Education and the Southern Association of Colleges and Schools.
- Establish guidelines for monitoring and approving athletics-related income from non-school sources for coaches and athletics administrators.
- Emphasize in-service training for coaches and directors of extracurricular activities.
- Explore, in conjunction with the colleges and universities, the possibility of requiring coaches to attend an annual clinic and workshop as a condition for continuation of the contract and eligibility to coach.
- Develop, in conjunction with the State Council of Higher Education, video and other presentation on the following topics: academic achievement standards for participation in extracurricular activities; course requirements for graduation, college admission, and participation in intercollegiate athletics; and ethics and regulations on college recruitment of athletes.

- Identify, in conjunction with the Virginia High School League, model programs that are successful in improving the off-field lives of athletes.

- Design and implement a system to monitor the results of the changes recommended for interscholastic athletics and other extracurricular activities in the report of the Governor's Commission on Intercollegiate Athletics.

Local School Boards

- Require an annual academic performance audit of students involved in athletics and other extracurricular programs.

- Take firmer control over athletics and other extracurricular programs by establishing policy and monitoring compliance for all extracurricular activities in the areas of academic achievement of participants, financial standards, qualifications of coaches and administrators, and reporting requirements.

- Review physical education policies to ensure that each student, from preschool to secondary school, participates in an appropriate and meaningful program geared toward physical fitness.

- Take a more active role in determining the policies and rules of the Virginia High School League.

- Require superintendents to monitor and report on program goals, outcomes, academic performance of participants, and fiscal integrity of extracurricular programs and widely publicize the results of the report.

- Emphasize intramural sports.

- Channel all funds raised and spent in connection with interscholastic athletics and other extracurricular activities through the school's general accounts, subject to an annual audit.

- Ensure that funds from booster organizations used to support specific activities are transferred to the school and administered by the principal.

- Review personnel, fiscal, and other relevant policies to ensure that women and minorities have equal access in all facets of extracurricular activities.

Superintendents of Schools

- Channel all funds raised and spent in connection with interscholastic athletics and other extracurricular activities through the school's general accounts, subject to an annual audit.

- Ensure that funds from booster organizations used to support specific activities are transferred to the school and administered by the principal.

Principals

- Assume more responsibility for the student-athlete's academic performance and provide support services as necessary.

- Stress participation, fitness, teamwork, and sportsmanship in addition to competition.

- Monitor the time students spend in athletics and other activities.

- Inform student-athletes and their parents on the requirements and restrictions on recruitment of athletes by colleges and universities or professional teams.

◆◆◆

- Ensure that purchasing decisions for extracurricular activities follow district and school policies and procedures.

- Distribute fiscal resources among sports and between men's and women's teams to reflect an equitable participation rate.

- Discourage schools from recruiting students or parents for the purpose of improving the performance of athletics or academic teams.

- Publish a course list that satisfies the NCAA core course requirements and distribute it to all students and parents each year beginning with the 6th grade.

- Ensure that funds from booster organizations used to support specific activities are transferred to the school and administered by the principal.

Virginia High School League

- Examine the possibility of expanding programs for academic achievement to include district and regional competition on grade-point average, retention rates, and graduation rates.

- Examine, in conjunction with member schools, the funding process to ensure equal influence and benefit among schools and sports to include the possibility of using district and regional revenue sharing arrangements to fund academic support programs.

- Discourage schools from recruiting students or parents for the purpose of improving the performance of athletics or academic teams.

APPENDIX B

Committee Structure

Academics and Finance

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Mr. Terry Kirby
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Gender Equity

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James W. Blackburn

Interscholastic Athletics

Dr. Harrison B. Wilson, Chair
Mr. George Lancaster
Mr. Robert A. Patterson
Dr. Belle Wheelan

Staff support:
J. Michael Mullen
Peter A. Blake

APPENDIX C

Commission & Subcommittee Meetings

Commission Meetings:

Monday, June 8, 1992
Richmond, Virginia

Wednesday, Sept. 16, 1992
Richmond, Virginia

Tuesday, October 13, 1992
Richmond, Virginia
(Also included public hearing)

Academics & Finance Subcommittee Meetings:

Wednesday, July 15, 1992
Richmond, Virginia

Wednesday, July 29, 1992
Richmond, Virginia

Tuesday, August 11, 1992
Richmond, Virginia

Monday, August 24, 1992
Richmond, Virginia

Gender Equity Subcommittee Meetings:

Monday, July 6, 1992
University of Virginia

Wednesday, August 5, 1992
Virginia Commonwealth University

Tuesday, September 1, 1992
University of Virginia

Interscholastic Subcommittee Meetings:

Thursday, July 23, 1992
Richmond, Virginia

Wednesday, August 19, 1992
Richmond, Virginia

APPENDIX D

Acknowledgements

Staff assistance to the Commission and its Committees

James W. Blackburn
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Peter A. Blake
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